



**STRATEGY
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A FEW THOUGHTS ON HOMELAND SECURITY

BY

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ABSTRACT

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The asymmetrical terrorist attacks of September 11, 2001 (911) on the homeland of the United States have awakened a sleeping giant and forced us to react. Gone are the times when United States superpower status protected the homeland. The United States is now more involved in international affairs than ever before. This involvement, treaties, policies and media perceptions have resulted in the alienation of other nations, non-state actors and groups who can only attack the United States by asymmetric means including terrorism.

The United States now is involved in coalition warfare, has activated over 80,000 reservists and guardsmen. The country enacted new security measures. These attacks and the resultant actions have cost hundreds of billions of dollars and significantly impacted the economy. The terrorist attacks have proven a magnet for international cooperation and provide both challenges and opportunities.

This paper will examine homeland security structure, policy and DOD Pre-911, Post-911, and propose a way ahead in each area. Within this context, the following areas are addressed: organizing to fight terrorism for the long term; collecting and sharing information (interagency processes); leveraging technology; training and educating Americans; aggressive retaliation, apprehension and prosecution of terrorists and their sponsors.

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OPERATIONAL SOLUTIONS FOR HOMELAND SECURITY

"Kill one, frighten ten thousand."¹

The popular question of when, rather than if, America would be attacked with Weapons of Mass Destruction by terrorists became mute on, 11 September 2001. Terrorism has many definitions but must be considered a form of warfare. And, as British Lord Chalfont was quoted in 1986, "The Western democracies are still not aware of it as warfare against them."² Events at



FIGURE 1 WTC 911

the World Trade Center and Pentagon on 11 September 2001 changed this view in America. As stated by President Bush on 20 September 2001, "Americans have known wars – but for the past 136 years, they have been wars on foreign soil, except for one Sunday in 1941."³ The ease with which Osama bin Laden has extended the global reach of his terrorist network has become apparent since September 11. Al-Qaeda has spent more than a decade moving foot-soldiers, money and materiel around the world, largely unchecked.

Weaknesses in security agencies and financial institutions aided their efforts. It is therefore critical that we focus all elements of national power that must be applied to enhance

our homeland security. This with a clearly stated end state, and appropriate ways and means will ensure our success.

This paper will focus on Homeland Security Organization, National Policy and DOD. US counter terrorism and force projection capabilities overseas are not within the scope of this paper. Pre 911, Post 911 and A Way Ahead further organize this paper. Homeland Security environment is rapidly changing but the good idea cut off for this paper was 15 January 2002.

The scope of Homeland Security is massive when you consider the United States has a 7500-mile land and air border shared with Canada and Mexico and an exclusive economic zone encompassing 3.4 million square miles. Each year, more than 500 million people are admitted into the United States, of which 330 million are non-citizens. On land, 11.2 million trucks and



FIGURE 2 PENTAGON 911

2.2 million rail cars cross into the United States, while 7,500 foreign-flag ships make 51,000 calls in U.S. ports annually. In addition, this challenge is not limited to the federal government. There are over one million firefighters in the United States, of which approximately 750,000 are volunteers. Local police departments have an estimated 556,000 full-time employees including about 436,000 sworn law enforcement personnel. Sheriffs' offices reported about 291,000 full-time employees, including about 186,000 sworn officers. Over 155,000 emergency medical technicians are nationally registered. Any solutions must empower and focus the first responders and civilian population of the United States⁴

BACKGROUND

The United States has entered a period that presents both opportunities and challenges. Our nation has enjoyed 11 years since the end of the cold war and much of the world embraces the democratic ideals we cherish. The threat of nuclear war has diminished and diplomatic efforts have continued to reap benefits in creating a more stable and peaceful world. Nonetheless, our military is increasingly used around the world and there remain many uncertainties, including potentially serious threats to America's security. Principal among these are regional dangers, asymmetric challenges, transnational threats, and wild cards. This uncertain environment would be even more threatening without the American engagement (assurance and security cooperation) and leadership that this strategy supports.⁵

We can trace the history of "murder and terrorism" back to the beginning of the human race. The fourth chapter of Genesis 4:8 when Cain killed his brother Able. Later the Assassin movement, called the "new propaganda" by its members, was inaugurated by al-Hasan ibn-al-Sabbah (died in 1124), probably a Persian from Tus, who claimed descent from the Himyarite kings of South Arabia⁶. These early terrorists preyed on their neighbors with some physical but tremendous psychological effect. In addition, to this day the term assassin is used to describe those who kill without warning. See Appendix 1 for a list of Significant Terrorist Incidents, 1961-2001.

More recently, groups such as the Red Brigade and Baader Meinhoff Gang were very active in Europe and Asia with vandalism, bombing, arson, and robbery as methods of operations. No, 911 was not our first terrorist attack, nor will it be our last, however, the scope of casualties (over 3,000 killed) and dollar damage (over \$100 Billion) was on a scale not seen before in the United States.

DEFINITIONS

TERRORISM The calculated use of violence or the threat of violence to inculcate fear; intended to coerce or to intimidate governments or societies, in the pursuit of goals that are generally political, religious, or ideological.

ANTI-TERRORISM (AT). Defensive measures used to reduce the vulnerability of individuals and property to terrorist acts, to include limited response and containment by local military and civilian forces. The AT program is one of several security-related programs that fall under the overarching Force Protection and Combating Terrorism programs. An AT program is a collective effort that seeks to reduce the likelihood that Department of Defense affiliated personnel, their families, facilities, and materiel will be subject to a terrorist attack, and to prepare to respond to the consequences of such attacks should they occur.

COUNTER-TERRORISM (CT) Offensive measures taken to prevent, deter, and respond to terrorism.

HOMELAND SECURITY (HLS): The preparation for, prevention of, deterrence of, preemption of, defense against and response to, aggressions directed towards US territory, sovereignty, domestic population, and infrastructure; as well as crisis management, consequence management, and other domestic civil support.

HOMELAND DEFENSE (HLD): The protection of US territory, sovereignty, domestic population, and critical infrastructure against external threats and aggression.

CIVIL SUPPORT (CS): DOD support to US civil authorities for domestic emergencies, and for designated law enforcement and other activities.

PRE 911

ORGANIZATION

Prior to September 11, 2001, the United States had many federal organizations with terrorism responsibilities but they were not focused in any one area. This lack of focus resulted in wasted resources, limited sharing of information, and confusion over how agencies should interact to disrupt terror groups and prevent terrorist attacks. The FBI had the lead on terrorism in the United States but the Department of State had the lead overseas. Federal Emergency Management Agency (FEMA) was the lead federal agency in natural disasters within the United States but the FBI was lead agency in Weapons of Mass Destruction or Terrorist incidents. Private contractors handled security at most airports and nuclear power plants. In addition, the increasing threat of terrorism and asymmetric warfare was predicted in numerous studies.

Since the end of the cold war the threat of terrorism generated significant spending to improve first responder capabilities.

Pre-Sept. 11, the FBI employed about 27,000 personnel; Drug Enforcement Administration 10,000; Bureau of Alcohol, Tobacco and Firearms 4,000; Secret Service 6,000; Border Patrol 10,000; Customs Service 12,000; and Immigration and Naturalization Service 34,000. At the request of the White House, Congress is moving to beef up these forces and expand the number of armed air marshals from a handful to more than one thousand. Despite the President's objection, Congress recently created another security force of 28,000 baggage screeners under the guidance of the attorney general.⁷

Limited legal barriers to sending the armed forces into U.S. streets were imposed by the Posse Comitatus Act in 1878, which was prompted by President Ulysses Grant's use of federal troops to monitor elections in the former Confederate states. The act prohibits military personnel from searching, seizing or arresting people in the United States.

Tim Edgar, legislative counsel for the American Civil Liberties Union warned of significant risks that military forces could end up threatening individual rights. Recent decades offer cautionary tales about the use of the military in domestic law enforcement -- notably in 1957, when the governor of Arkansas employed Guard troops to block black students from entering a Little Rock

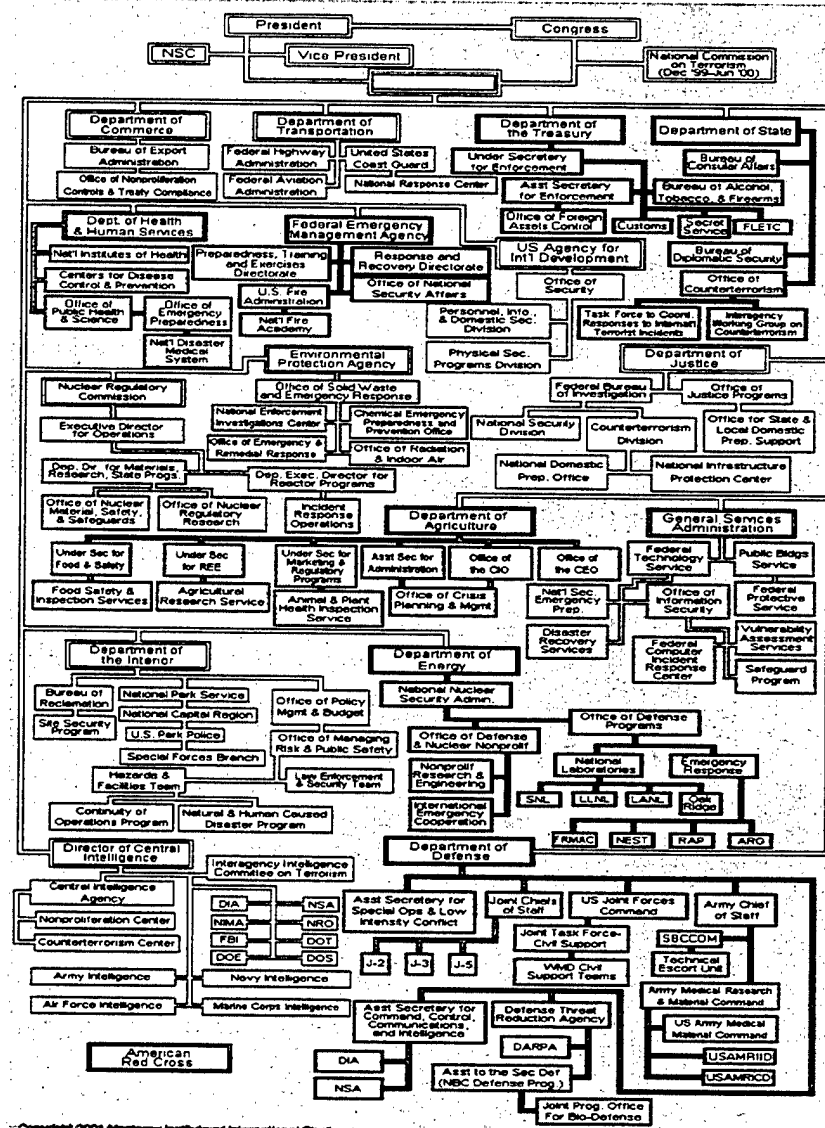


FIGURE 3 PRE-911 HOMELAND SECURITY

high school, and in 1970, when Guardsmen opened fire on students at Kent State University protesting the Vietnam War. These examples are balanced, by examples of positive federalizations to protect civil rights in Alabama 1963 and the during the LA riots of 1992. The bar to military involvement was lowered further in 1986, when President Ronald Reagan directed the Pentagon to assist in the war on drugs.⁸ Reagan's action and provisions of law permit George Bush to commit the military and National Guard to civilian police duty at airports and borders.⁹ This utilization of the military concerns some liberals. Some exceptions already exist, allowing military forces to suppress insurrections or domestic unrest or to assist in crimes involving nuclear, biological or chemical weapons.

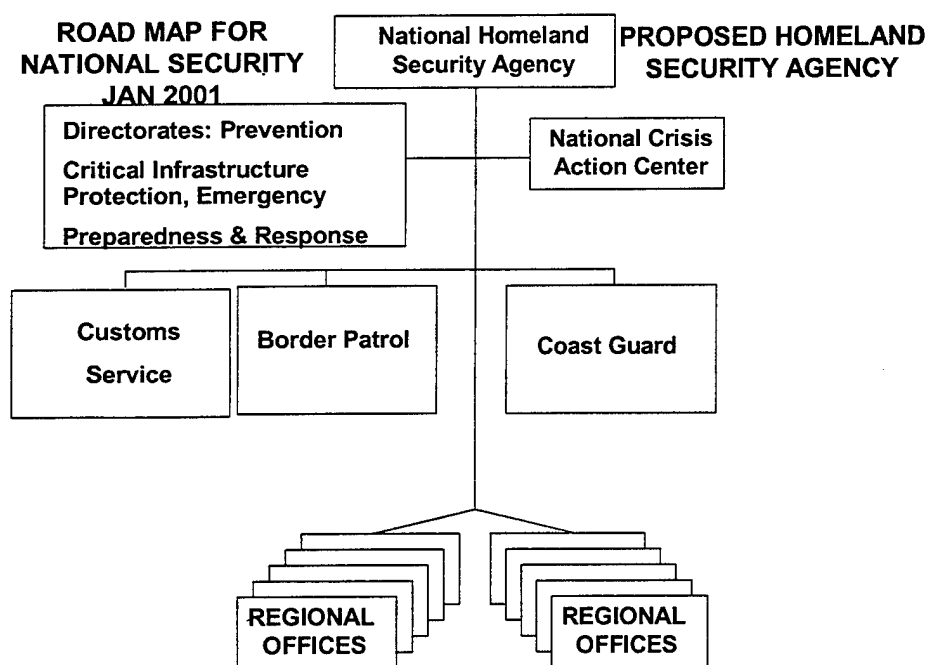


FIGURE 4 JAN 2001 PROPOSED HOMELAND SECURITY AGENCY

POLICY

Terrorism, however, was hardly ignored in previous administrations. In fact, at the beginning of the Reagan administration, Secretary of State Alexander Haig announced that opposition to terrorism would replace the Carter administration's focus on advancing human rights throughout the world. Although opposition to terrorism never really became the primary focus of the Reagan administration or successor administrations, each of these paid significant attention to the issue and produced many important documents that shed light on the policy choices faced today. Terrorism has been the subject of numerous presidential and Defense

Department directives as well as executive orders. Terrorist groups and terrorist acts have been the focus of reports by both executive branch agencies (for example, the State Department, CIA, and FBI) as well as Congressional bodies – including the Senate Select Committee on Intelligence and the Congressional Research Service. The General Accounting Office has also produced several dozen reports evaluating the U.S. government's ability to prevent or mitigate terrorist strikes.¹⁰

Our Pre 911 policy was derived from Presidential Decision directives such as PPD 62 Combating Terrorism, and PPD 63 Protecting America's Critical Infrastructures and Defense Planning Guidance and National Security Strategy December 2000 which identifies as vital interests the following: the survival, safety, and vitality of our nation, including the physical security of our territory, the safety of our citizens, protection against WMD, the economic well being of our society, and the protection of our critical infrastructures. The Army is directed to do what it must to defend these interests. The Army policy focus is to combat terrorism by antiterrorism (defensive measures), counter terrorism (offensive measures), consequence management and intelligence support to deter terrorism.¹¹ Finally, Chapter 3 Combating Terrorism FM 7-98 Operations in a Low Intensity Conflict provides Army doctrine.

Pre 911, we depended on the integration of both Active Component (AC) and Reserve Component (RC) units primarily in our antiterrorism and consequence management missions. United States Army Forces Command (FORSCOM) through First and Fifth Army provided Military Support to Civilian Authorities (MSCA) throughout the United States in accordance with the Federal Response Plan (FRP). This support was coordinated with the Federal Bureau of Investigation (FBI) as lead federal agency in terrorism or weapons of mass destruction (WMD) incidents within the United States or with Federal Emergency Management (FEMA) as lead in natural or manmade disasters.¹² Department of State was the lead agency for coordination of US counter terrorism policy and operations abroad.¹³

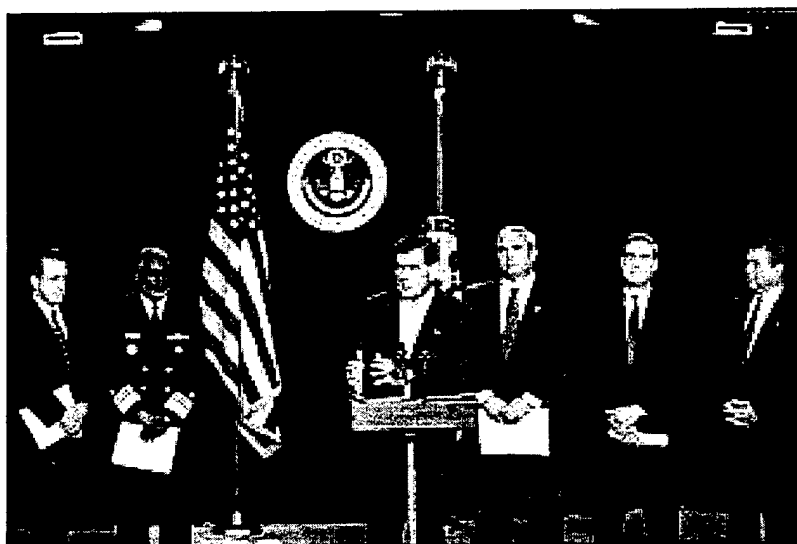
DOD involvement normally began with limited "immediate response" from local Army National Guard (ARNG), United States Army Reserve (USAR) or Active Component (AC) units attempting to save lives and property. Each level local, county, and state would exhaust its resources before the governor requested the President to declare a federal disaster or emergency. This then opened the door for Defense Coordinating Elements from First or Fifth Army and US Joint Forces Command (USJFC) to become involved and commit the DOD resources that were required. Under this system, AC units normally were last in the fight and first out unless they had unique capabilities. The defense coordinating elements were multi-

component Training Support XXI units that trained quarterly on their Federal Response Plan responsibilities.

DOD

The idea for a homeland Commander in Chief (CINC) last received high-level Pentagon consideration three years ago, but then-Defense Secretary William S. Cohen quickly dropped it after protests from civil libertarians and right-wing militia groups alike. Critics expressed alarm at the prospect of military forces encroaching on areas traditionally considered the responsibility of civilian emergency response, law enforcement and health agencies.

Instead, Cohen sought and received approval from President Bill Clinton to establish a permanent task force headed by a two-star general officer and charged with coordinating the military's response to a chemical or biological attack on the United States. That task force, assigned to



White House photo by Paul Morse

the United States Joint Forces Command, was portrayed as a

modest effort to prepare for logistical, medical and enforcement demands likely to be placed on the Pentagon in the event of an attack on the United States.

FIGURE 5 GOV. RIDGE OFFICE HLS

POST 911

ORGANIZATION

The tragic events of September 11 2001 showed just how critical it is that America has a coordinated and comprehensive national strategy to help protect the United States against terrorist threats or attacks. A Presidential Executive Order issued by president Bush 8 October 2001 established the Office of Homeland Security and the Homeland Security Council to develop and coordinate a comprehensive national strategy to strengthen protections against terrorist threats or attacks in the United States. The new team was directed to coordinate federal, state, and local counter-terrorism efforts. The President appointed Tom Ridge, former Governor of Pennsylvania, to head The Office of Homeland Security. Governor Ridge is a

decorated combat veteran and national leader who is described as having the strength, experience, personal commitment and authority to tackle this challenging mission. Governor Ridge answered the call to develop a new strategy to help our nation move forward after the tragedies of 911. Governor Ridge reports directly to President Bush and shares the White House web site as well as office space. Gov. Ridge has been given some of the authority he needs to effectively coordinate counter-terrorism activities throughout all levels of government. However, he has not been given budget authority to focus agency efforts. This is a major shortfall and ties the hands of Governor Ridge. This may require a cabinet level position.

Governor Ridge's mandate is to coordinate all federal government terrorist prevention and protection activities within the U.S., and work with state and local governments on, among other things: Detection, Preparedness, Prevention, Protection, Response and recovery, Incident management. The President's Executive Order also established a Homeland Security Council that will be responsible for advising and assisting the President with respect to all aspects of homeland security. The Council includes The President and the Vice President, Secretary of the Treasury, Secretary of Defense, Attorney General, Secretary of Health and Human Services Secretary of Transportation, Director of the Federal Emergency Management Agency, Director of the Federal Bureau of Investigation, Director of Central Intelligence, Assistant to the President for Homeland Security, and other cabinet members and federal officials the President may designate to attend.

Mr. Ridge currently is trying to build an organization to carry out the less public aspects of his job: coordinating the wildly overlapping, deeply disorganized federal agencies dealing with terrorism. As of December 01 2001, he had a staff of about 40, which we expect to grow to 100 in six months. This is by no means an adequate staff when compared to regional Commanders in Chief who in peaceful times have staffs ranging from 400-800 and in wartime, these staffs can expand to over 1500.

"To wrestle the federal bureaucracy into making domestic security a top priority, they argue, Ridge must be given a Cabinet department to head and control of federal agencies' budgets."¹⁴

A senior White House official recently pleaded for time, comparing the task facing Mr. Ridge to that,

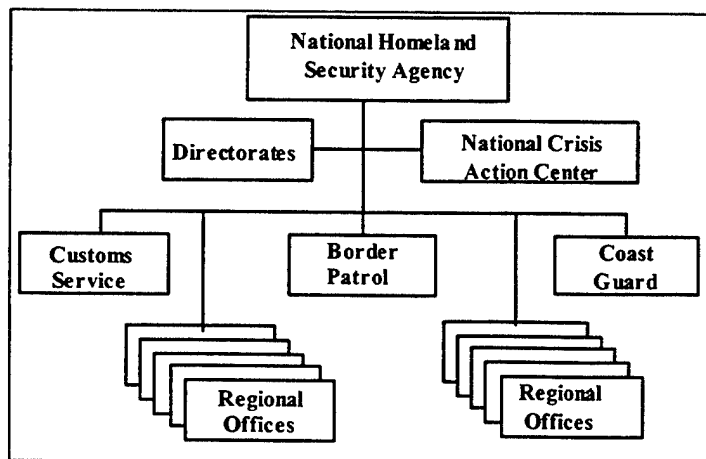


FIGURE 6 PROPOSED HLS ORGANIZATION

which faced Harry S. Truman as he struggled to create a National Security Council to bring some order into the chaotic, antagonistic bureaucracies responsible for diplomacy, the military and intelligence. That job took more than two years, but it required action by Congress. So far, no such approval has been sought for the homeland security organization. In addition, Congressional mix-ups make the job harder. A Republican senator said on December 5, 2001 that 14 Senate committees claimed authority over anti-terrorist activities and that Mr. Ridge had received 41 requests to testify. "We're as screwed up as the executive branch," the senator said.¹⁵ This dispute between the President and Congress will continue over request to testify.

All 100 members of the Senate voted to create the newest federal police force by federalization of airport security. The Senate acted as though a federal force was the only alternative to using the airlines or private contractors. Quite the contrary, an extremely strong argument could be made that this once again shifts responsibility for policing by the local or individual public airport authorities to the federal government. This action absolves local airport leadership from their responsibility to secure their facilities. The federalization of these jobs also makes Congress look decisive when all they are doing is putting more people on the federal payroll. The airlines or private contractors guided by federal standards would be more in line with our tradition of keeping police powers local. These actions with background checks, federally supervised training, and inspections are much more efficient and simple than federalizing the entire security system.

The government has expanded electronic surveillance powers adding to the mountains of data already collected by federal agencies and state and local governments. However "connecting the disparate fragments of information to identify a pattern is something the government can't do yet," says Ruth David, a former deputy director for science and technology at the Central Intelligence Agency. Private industry, however, thinks it can, with "artificial intelligence" software originally developed for such uses as investment portfolio management. Everyone agrees that detecting terrorist activity is much harder, and privacy experts are wary of expanded surveillance. However, the government is eagerly auditioning these weapons of mass deduction. At the end of October, the Defense Department asked for proposals for dozens of antiterrorism technologies, including computer tools for pattern recognition. One company, already in discussions with the government, is Applied Systems Intelligence in Roswell, Ga., which has developed a pattern-recognition system called KARNAC. Partly based on software used to control pilot-less aircraft, KARNAC can be programmed with likely terrorist characteristics, and let loose to scan databases for clues to an attack. Another software developer, Verilytics of Burlington, Mass., thinks it has a potential terrorism fighter in its neural

network system, currently used in financial programs. This software can learn from experience, fine-tuning its ability to recognize relevant market news—or signs of a terrorist threat.¹⁶

President George W. Bush is mobilizing local citizens into community-based Homeland Security efforts through the newly proposed **Citizen Corps**. This broad network of volunteer efforts will harness the power of the American people by relying on their individual skills and interests to prepare local communities to effectively prevent and respond to the threats of terrorism, crime, or any kind of disaster..¹⁷

POLICY

The mission of the Office of Homeland Security identifies priorities and coordinates efforts for collection and analysis of information within the United States regarding threats of terrorism against the United States and activities of terrorists or terrorist groups within the United States. The Office also identifies, in coordination with the Assistant to the President for National Security Affairs, priorities for collection of intelligence outside the United States regarding threats of terrorism within the United States. The Office works with federal, state, and local agencies to facilitate collection from state and local governments and private entities of information pertaining to terrorist threats or activities within the United States. The Office coordinates and prioritizes the requirements for foreign intelligence relating to terrorism within the United States of executive departments and agencies responsible for homeland security, and provides these requirements and priorities to the Director of Central Intelligence and other agencies responsible for collection of foreign intelligence.¹⁸

Amid growing concern about the vulnerability of U.S. ports to terrorist attacks, the Bush administration and members of Congress 6 December 2001 pressed for new, stronger measures to safeguard the waterfront—from expanding the Coast Guard's authority to check ships to requiring background checks of tens of thousands of port workers. These measures include hiring more sea marshals, providing for U.S. security reviews of foreign ports and requiring U.S. ports to prepare security plans that would restrict access and mandate background checks for employees working in sensitive areas. These moves are designed to give the Coast Guard greater access to the nation's spy resources, said Sen. Bob Graham (D-Fla.), chairperson of the Senate Intelligence Committee. As an example, Graham said the Coast Guard would have new authority to direct U.S. satellites at overseas ports suspected of loading weapons, drugs or other illicit cargo aimed at U.S. shores. "Every day, [thousands of] containers around the world are delivered to U.S. seaports and less than 3% are inspected," Graham said. "We need to make sure they're the right 3%."¹⁹

The Bush administration also is working with the United Nations to coordinate aid to and the political reconstruction of Afghanistan, but will insist that the organization's actions support the U.S. war against that country's purveyors of terrorism, said U.S. Ambassador John Negroponte. "The U.N.'s role is cast in concrete," the envoy said last week over a cup of coffee in his office at the U.S. Mission here. "We want to root out the al Qaeda terrorist network and displace the Taliban leadership. Whatever else is done has to be supportive of those two missions." Mr. Negroponte praised the role of Lakhdar Brahimi, the U.N. envoy to Afghanistan who is finishing weeklong negotiations among rival Afghan parties to create an interim administration. He praised the delivery of emergency humanitarian assistance as "absolutely crucial." In the longer run, the ambassador said, the most important U.N. contribution is a sweeping new Security Council resolution that calls on all governments to crack down on those who support or harbor terrorist groups. A special counter terrorism committee, with binding powers not unlike the Iraqi sanctions committee, has been established to coordinate these efforts. "That resolution bans the financing of terrorism and related activities; it will set the standard for combating terrorism," Mr. Negroponte said during the interview in his office, with its view of the U.N. campus and the East River beyond.²⁰

The Office of Homeland Defense in coordination with other federal agencies and foreign governments is working a multi-pronged attack on terrorism. The U.S. Government has eight stockpiles or push packages containing 50 tons of medical supplies that can be anywhere in the United States within 12 hours or less. It takes nine semi-trucks to haul the supplies. These stockpiles are being augmented with significant smallpox and anthrax vaccines. In addition to the United States, 150 countries have enacted blocking orders in place to freeze terrorist assets. Between September 11 and December 10, the United States blocked more than \$27.7 million in assets belonging to the Taliban and the al Qaeda network. Other nations have blocked at least \$33 million. As of November 20, there were 1,111 accounts under review in the United States. Within the United States, over 1200 personnel have been detained and many thousand have been questioned.

In the final hectic days before Congress adjourned for the Christmas and New Year holidays, lobbyists swarmed around the Capitol, trying to adorn a bill on bio-terrorism with all sorts of special-interest provisions. Profit-making hospitals tried to qualify for federal disaster assistance, now available only to nonprofit groups. Biotechnology companies wanted the government to protect them against lawsuits over injuries caused by use of their products. Drug companies wanted an exemption from the antitrust laws so they can work together to develop, produce and sell drugs and vaccines against anthrax, smallpox and germ warfare agents.

House Republican leaders said that the \$3 billion bio-terrorism bill would pass. The Senate is expected to act on it before the end of the year. With support from the drug and biotechnology industries, Bush administration officials asked Congress to let them suspend drug safety and testing requirements in the event of a bio-terrorist attack or other emergency to rush potential treatments to affected areas. This type interest group pork barrel legislation attached to needed bills will further exacerbate our national debt and ties the hands of future generations.²¹

While the federal government and individual states struggle to develop a vision and structure for homeland security, tens of thousands of other Americans are not waiting on the sidelines. By filling breaches in emergency services made evident after the September 11 attacks, they are ensuring that any future civil defense force will include citizen volunteers as a vital component. The first attack on American soil since World War II led President Bush to call for the creation of a volunteer civil defense service. President Bush's plan envisions an expansion of the national service groups Citizen Corps and Senior Corps by 20,000 volunteers next year, most of whom would assist police and fire departments, as well as public-health agencies, during emergencies, largely freeing up professionals for essential duties. Mr. Bush also created the Presidential Task Force on Citizen Preparedness. By the end of 2001, it will make recommendations on how Americans can protect homes, schools, churches and businesses from possible terrorist attacks. A bill in Congress is even more ambitious. "The Call to Service Act of 2001" would expand Citizen Corps, which now has 50,000 volunteers, to 250,000 volunteers by 2010. Approximately half of the volunteers would be dedicated to homeland security or public safety instead of helping in schools or elsewhere.²²

In the wake of the Sept. 11 attacks, the U.S. intelligence community is planning a computer network worth hundreds of millions of dollars to better share information among its agencies. Study contracts worth about \$100 million were awarded in November to develop a computer network dubbed Multi-ISR, an industry official told Defense News Dec. 3. The winners included the information technology business units of several major U.S. defense companies, said the official, who declined to name any of them. Conceived in the wake of the Sept. 11 terrorist attacks, Multi-ISR would combine U.S. intelligence, surveillance and reconnaissance data to give U.S. intelligence, military and government officials an up-to-date battle space picture, the official said. "The U.S. intelligence community has too many stove-piped [separate] intelligence computer networks," he said. Multi-ISR would combine data now carried by separate computer networks for varying kinds of intelligence: communications, electronic, human, measurement and signature, open-source, photographic, radar, signals, technical and telemetry, the official said.

"President Bush said 24 January 2002 that he wants to nearly double the nation's spending on homeland security, telling an audience of mayors that his request for \$37.7 billion signals the start of a long-term commitment to an anti-terrorism campaign that will rely heavily on local police, firefighters and other "first responders."²³

DOD

Currently the nation's top military authorities favor appointing a four-star commander to coordinate federal troops used in homeland security; part of a broad reorganization that Pentagon officials say could change some forces' primary mission from waging war overseas to patrolling at home. Although the Pentagon has regional Commanders in Chief, (CINCs), who are responsible for Europe, the Pacific, Latin America, and the Middle East and South Asia, none exists for managing the deployment of U.S. forces in the United States. Creating one now, military officials say, would clarify the chain of command for those troops.

Any extensive use of federal troops on U.S. soil would come despite a traditional aversion to -- and legal limits on -- the use of military forces for domestic law enforcement. However, the Sept. 11 attacks and the Bush administration's declared war on terrorism have blurred the distinction between foreign wars and homeland security and prompted a rethinking of the Pentagon's command structure and force assignments.

Although Defense Secretary Donald H. Rumsfeld has yet to make a final decision, senior military officials working the issue indicate agreement has been reached on establishing a homeland CINC "There's a consensus of opinion now that a need exists to quickly pin the rose on some four-star commander," a recent United States Army War College USAWC speaker indicated.

Responsibility for coordinating all federal activities in homeland defense rests with Tom Ridge and the new White House Office of Homeland Security. The purpose of the Pentagon's new four-star assignment would be to consolidate the chain of command running from the president through the secretary of defense to those federal troops enlisted in DOD's support to Homeland Security.

Historically, the Pentagon has seen little reason to earmark forces for homeland defense, let alone designate a major command for the job. In the event of a terrorist attack, the Pentagon's response plans have relied heavily on such local and regional organizations as police, firefighters, medics and hazardous material teams to deal with the consequences. Only as a matter of last resort were federal troops summoned to help. In addition, this process is presently codified in our Federal Response Plan.

However, after the attacks on the World Trade Center and the Pentagon, military forces responded into new domestic security roles. Air Force jets now regularly patrol the skies over U.S. cities. Thousands of National Guard and Reserve remain activated in support of this War on terrorism protecting airports and bridges and assisting at border checkpoints. They also were deployed initially to secure the Capitol grounds.... And although Coast Guard falls under Secretary of Transportation, it has seen significant mission changes since 911. "As of late October, 55 cutters, 42 aircraft and hundreds of small boats had been diverted from other duties and assigned to patrol domestic ports and coastlines. As a result, the Coast Guard was doing just 10 percent of the fishery missions and 25 percent of the counter-drug missions it conducted before Sept. 11. Some tasks, such as intercepting illegal immigrants, were zeroed out."²⁴



FIGURE 7 US COAST GUARD

Such new responsibilities have strained Pentagon resources and raised questions about some lines of command. NORAD has run the air patrols. Joint Forces Command has charge of the maritime approaches to the United States. In addition, state governors have pressed many of the National Guard troops into action. "The chain of command is not as clear in the United States as overseas," a senior USAWC guest speaker indicated. "We think it's time to clarify things."

Among the most urgent questions confronting the new homeland CINC will be which military units should remain allocated for overseas duty and which if any need to be tagged for more permanent homeland defense assignments. This question is likely to fall heaviest on the National Guard, which has been struggling since the end of the Cold War to find new roles apart from its traditional one of being ready to augment regular troops in a major war overseas.

About one-third of the Guard's 358,000 soldiers still constitute eight heavy divisions. At the same time, Guard and Reserve members have started assuming a larger share of overseas peacekeeping assignments, relieving some of the burden on regular troops. Elements of the

Virginia Guard's 29th Division, for example, are serving in Bosnia. "One school of thought says we can still do both" foreign and domestic operations, but the other side says we can't said Army Secretary Tom White." Addressing a conference recently on the military's role in homeland defense, Ridge said that the administration would look at whether to shift some Guard units and assets to Homeland Security. He also said that regular military troops would be deployed to handle domestic terrorist attacks only as "the last resort," noting that the government had plenty of other options short of that.²⁵

Since Sept. 11, Sen. John W. Warner (R-Va.), the ranking minority member on the Armed Services Committee, has led a push to revise the Posse Comitatus Act. "It's a doctrine that's served us very well," he said at a hearing Oct. 25, 2001. "But there comes a time when we've got to reexamine the old laws of the 1800s in light of this extraordinary series of challenges that we're faced with today " But congressional opinion on the matter is divided, and several senior Pentagon officials expressed little interest in any fundamental overhaul of the act. Defense Secretary Donald H. Rumsfeld has urged the top commanders to think more creatively about how to organize to fight terrorism around the world.²⁶

Secretary Rumsfeld has prodded his top combat commanders to think more creatively about fighting terrorism in Afghanistan and beyond, and has promised to give them the resources they need.²⁷ Secretary Rumsfeld in late November 2001 asked Congress to give him the authority to create two new, senior-level civilian positions aimed at strengthening his hand in the war against terrorism: an Under Secretary of Defense for Homeland Security and another Under Secretary for Intelligence. "Since the attacks of Sept. 11, we have engaged in an extensive review of our operations to determine if we are best organized and arranged to conduct a sustained campaign against terrorism," Secretary Rumsfeld writes in a Nov. 26 letter to the chairperson and ranking minority member of the Senate Armed Services Committee. "As a partial result of our efforts, it is becoming clear that we are likely to need reorganization in two principal areas: intelligence and homeland security." The Defense Secretary needs Congress to approve the creation of appointed positions, and Rumsfeld asked the senators to include such authority in the ongoing defense conference with the House over the fiscal year 2002 defense authorization bill.²⁸

WAY AHEAD

ORGANIZATION

The Office of Homeland Security must reorganize and expand to facilitate the rapid integration and analysis of information to provide intelligence and warnings. Keys to the future

include but are not limited to the above seven mission areas. In addition, we must focus resources in five critical areas:

- Organizing to fight terrorism for the long term,
- Collecting and sharing information (interagency processes),
- Leveraging technology,
- Training and educating Americans,
- Aggressive retaliation, apprehension, and prosecution of terrorists and their sponsors

The following chart outlines a proposed Homeland Defense structure that would centralize

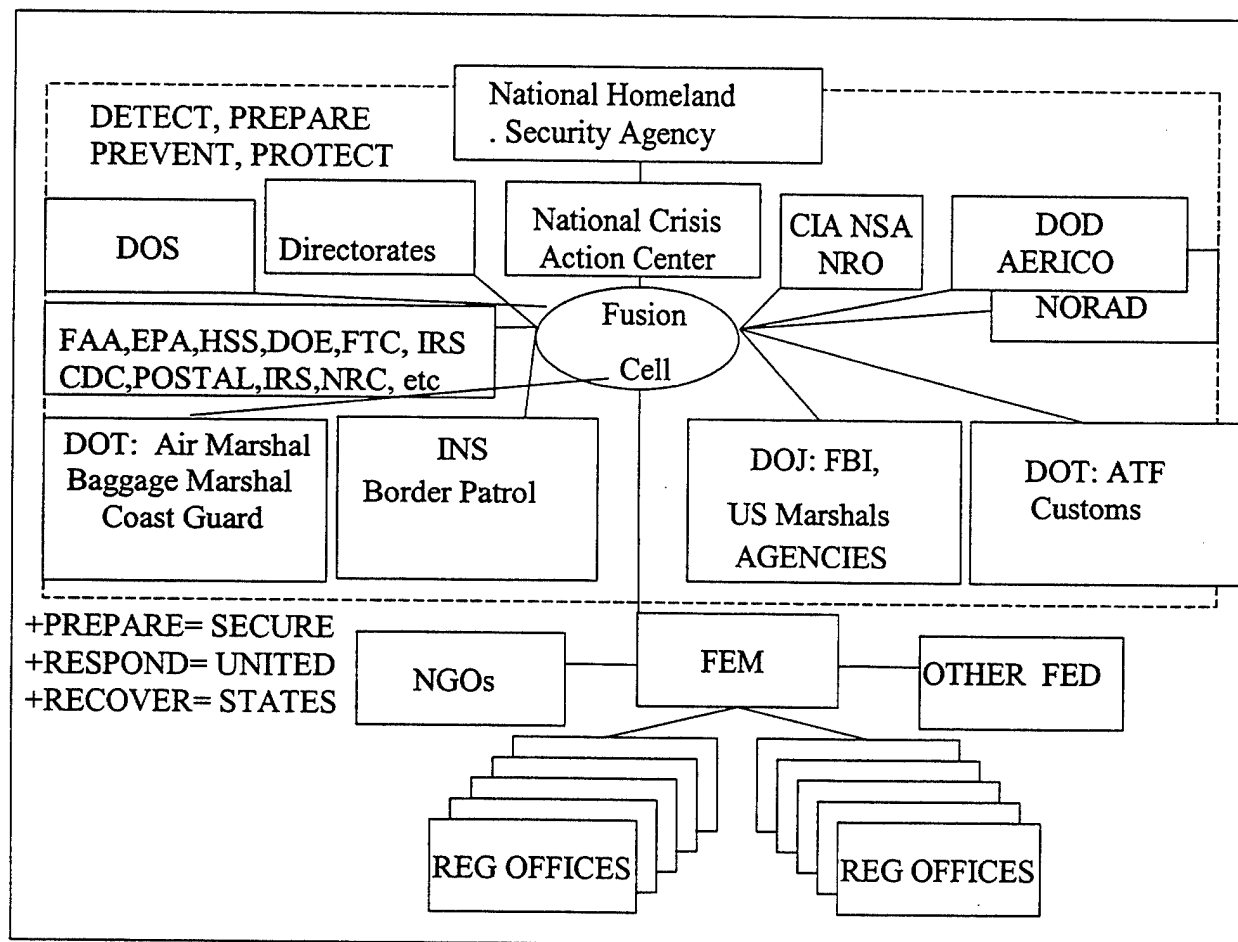


FIGURE 8 AUTHOR'S PROPOSED HLS ORGANIZATION

authority and responsibility for Homeland Security and closely link several of the key federal agencies involved in deterring, mitigating and responding to terrorism:

Figure 8: Way Ahead Proposed Homeland Security Wire Diagram would expand the present Homeland Security Office to include a fusion cell. It would also formalize lines of communication and redirect certain DOT, INS, DOJ and DOT funds to ensure support of the homeland security mission. This structure could focus resources and reduce redundancy in systems. This organization would also facilitate collection, processing and sharing information (interagency processes). It should better leverage technology and would facilitate the training and educating of Americans be they first responders, educators, homeland security volunteers or civilians. Web pages and public information such as the news networks must focus and prioritize to provide everything from routine to urgent information in support of Homeland Security. The challenge is selling this proposal, which would involve moving money from agencies that currently fund many of these organizations. In addition, although this is feasible and reasonable in light of the asymmetric threat posed by terrorism it most likely is not supportable in Congress unless more money is provided to a majority of the House and Representatives voting areas. The risk accepted if reorganization is not enacted is a continued waste of limited resources in time, money and sharing of information.

The recently federalized airline baggage-handling program with over 28,000 employees must over the next three years contract out to local airport authorities. Contractors must certify; handlers and ensure background checks for employees, receive federally supervised training and accept regular testing and inspections to ensure compliance with federal standards. Those contractors that do not meet standards or pass inspections would drop from federal contracts.

As the United States struggles to define the new normalcy, President Bush must determine exactly where the DOD, Coast Guard and our other federal agencies fit in the grand scheme of homeland security. Some argue that it belongs in a new border patrol agency, as suggested by the Commission on National Security in the 21st Century, also known as the Hart-Rudman Commission after its chairmen, former Senators, Gary Hart and Warren Rudman. In its report last year, the commission suggested combining the Coast Guard, Customs Service and Border Patrol into a Cabinet-level Homeland Security Agency (See Figure 4). Legislation pending in Congress would accomplish just that, along with making the White House Office of Homeland Security more powerful.

"What we saw in this [proposed] border patrol agency was that you get efficiencies in areas like buying equipment and training," says Pat Pentland, former study group coordinator for the Hart-Rudman commission. "Right now, all these agencies buy separate equipment." He continues, "If you lump the border

patrol agencies together, it is easier for the intelligence community to pass along information."²⁹

It is imperative we change the way we are doing business in a positive manner to facilitate interagency cooperation to share information, expedite identification, and apprehension of terrorists during their training and planning phases not after they execute attacks. The organization of the United States has served us well for over 225 years and it need not completely reorganize. However, a workable solution that is acceptable to Congress and the people of this country must be enacted.

POLICY

It remains essential that our war on terrorism continue to utilize political, economic, and informational as well as military forms of national power.

It is essential that after the Taliban and Al Qaeda are destroyed or brought to justice that the United States and its allies support a stable government. This extends to relief and economic aid to stimulate agriculture (other than opium), industry and free trade. It is only when a country sees hope for a better life in the future that there is resistance to the chaos of civil war and terrorism. We as a country cannot turn our backs on Afghanistan in one, five or ten years. We must be in for the long haul but should burden share with our allies and contract much of this work out to Non Governmental Agencies.

"Instead of making promises we can't keep, we might consider the recent rehabilitation of Mozambique. In 1992, when a sixteen-year civil war that had left nearly a million dead finally ended, Mozambique was perhaps the poorest country in the world. After democratic elections, it embarked on a well-considered program of economic development. Following a blueprint laid out and orchestrated by the United Nations, the World Bank, and others, the country resettled millions of refugees, improved its roads, distributed seeds and basic tools to farmers, built new schools and health clinics, and set up a new financial system, including the first central bank in its history. Mozambique privatized state-owned businesses, promoted special free-trade zones to encourage export industries, and got rid of price controls. In all this, it enjoyed steady infusions of foreign aid, debt relief, and technical assistance. The results were impressive. From 1997 to 1999, Mozambique was among the fastest-growing economies in the world."³⁰

At the national level, we must continue to push technology such as biometric identification. These technologies could be extended to include voice recognition, eye print, and fingerprints as appropriate. Visual identification using digital cameras is an off the shelf technology which was available for the 2001 Super Bowl and is currently being tested in at least one airport. This technology should be developed and used at all entry points to the United

States in conjunction with passports. Within the country, it could be integrated with driver's licenses, or social security numbers. In addition, critical or sensitive buildings or facilities with such technology installed would have much more control on who enters. The challenge here is not fast tracking the technology; it exists. The challenge is communicating the need to use this technology and selling it to the public. Will there be false alerts and mistakes? Absolutely, but with properly trained personnel and constantly improving software and cameras these mistakes will rapidly be identified. While the use of our national entry points and public transportation systems will be significantly reduced for terrorists and criminals.

We must also leverage new technologies to detect NBC threats at our borders or beyond with both immediate contact and remote sensors. Our government currently deploys radiation scanners at many ports to scan containers but many border checkpoints and airports do not. At the present DOD is developing smoke alarm type sensors for bio-attacks. We cannot afford the lag time associated between infection, incubation, physical symptoms, patient seeking treatment, sample preparation, and identification of the bio-agents. So in fact, we are in a race against time

As a country, we must aggressively continue to use the greed of terrorists and their supporters to collect information. The recent offer of rewards of up to \$1.25 million for information on anthrax information or \$25 million for information leading to the arrests of global terrorists gives us a safety net: a lucrative lure for snitches. These rewards combined with improved interagency sharing of information both in and outside the United States are very good initiatives.. Our police, FBI, CIA, military, Department of State, Immigration, Customs, must also be netted and work together in a seamless web to avoid 911 type surprises in the future.

We must give the director of the CIA more power and control over our vast intelligence system. He is faced with many challenges while opportunities elude his grasp due to structure. The shifting of National Reconnaissance Office (NRO) and National Security Agency (NSA) to CIA could streamline operations. This might decrease responsiveness to DOD. Significant steps have been taken to fuse information in support of Homeland Security. The FBI has shifted many agents from Washington DC and white-collar crime to Anti-Terrorism, The Homeland Security Office has a building in Washington, DC just for this purpose. Savings in time and money could be realized by one administration system for all intelligence agencies. Standard training facilities and mandatory joint service should not be time out from promotions but looked at as a prerequisite for promotion. We must continue to push for technical solutions while rebuilding our Human Intelligence (HUMINT) assets. The increasing use of fiber optics and high-level digital encryption in every day communications will further challenge our limited

intelligence assets. Thus, we must push the envelope to develop new means to monitor the rapidly expanding communications networks. However, multi-billion dollar satellites cannot do it all and we must work air breathing, remote and local systems. An example of which was the bugging of the Boeing Airplane destined for China. We must be innovative and attract skilled linguists to our intelligence agencies and understand revise our management systems to keep quality agents in the field. We must also attract quality talent to our agencies as the Cold War tidal wave of senior analysts approach retirement. In this case as in others, we may be able to contract limited work out.

The Homeland Defense Office must ensure appropriate federal, state and local agencies are working in concert to educate the public, volunteers, first responders, and professionals with the appropriate level of knowledge concerning terrorism. E-learning formats could be exploited to inform people what to look for to prevent or respond to terrorism be it Biological, Chemical, Nuclear, Industrial or Asymmetric Terrorism. Web pages could have checklists, symptoms, or appropriate procedures to follow. Professional organizations could include such training on a cyclic basis. Educating the public has been shown in the past to significantly reduce stress and panic while saving lives. This combined with an expanded base of volunteers as described in "The Call to Service Act of 2001" would free up many more professionals for first responder duties as well as gaining the support of the public and sharing responsibility at the lowest local level.

The President and the White House can also help by continuing to support a national level informational public-relations operation. The Coalition Information Center has a mission nearly as important as winning the war: controlling the story. This center works to synchronize the daily federal and coalition briefings, stop big lies and to promote truth, and ensure the media gets the information it needs and wants while ensuring a consistent theme. Some may express concern that with this type management of the media but without these efforts, our enemies will control the media. This agency needs formalized resourcing for the long term.

In addition, we must aggressively retaliate, apprehend and prosecute terrorists and their sponsors wherever they are found. In many cases, this may be Department of State negotiating with foreign governments to apprehend and prosecute or Department of Justice coordinating for the extradition. However, in other cases of failed states or on the high seas it may be FBI, CIA or DOD operations to apprehend or eliminate these terrorists before they can strike again. We again have made tremendous strides since 911 in many areas such as coordinating to freeze the assets of terrorist organizations or their supporters (Over 150 countries currently are

participating). However, we must continue to expand the coalition in this war against terrorism and when necessary develop new alliances

DOD

The CINC Homeland Security is a good first step. Both North America Aerospace Defense Command and United States Joint Forces Command were viable options. However, it is recently apparent a new command will be established. It is likewise essential to streamline our chain of command, increase tooth to tail, and reduce the overhead of our many headquarters and actually leverage technology instead of talking about it. Therefore, CINC Homeland Security should also absorb the missions and some of the resources associated with United States Southern Command thus creating a United States Northern Command or USNORCOM. This has the advantage of expanding the CINCs security view to include Canada, Central and South America where significant trade, narco-traffic and illegal immigration occur. However, it also presents significant challenges of cultural, social, religious, ethnic, and historic experience and diversity that make consolidation problematic. Likewise, the increased span of control and diffusion of efforts may influence effectiveness. Improve span of control and effectiveness by creating a forward headquarters in region for SOUTHCOM. In addition, increased use of technology (Video Tele-Conferencing and information sharing) with other countries may reduce the impact on mission.

In addition, new initiatives with industry must provide the products and services needed to revamp the nation's "primitive" homeland security technology. The interim point man on homeland security, Thomas E. White, the Secretary of the Army said in an interview Dec. 12 in his Pentagon office. "I think there's an enormous opportunity here for the infusion of technology, which will make us far more efficient and less labor-intensive in how we accomplish some of these things, effective baggage scanners for example. I think that the technology, in most cases, in homeland security is primitive. "Other examples of DOD needs include the ability to detect things on ships without boarding the ships and to "detect things in cargo containers ... without opening the containers. There is an enormous opportunity for industry to contribute technology in support of homeland security, principally through the agencies that have the lead for that. Companies with products or services useful to DOD in its twin roles of homeland defense and support to the civil sector should go to DOD with their ideas, White said. The Technical Support Working Group (TSWG), a federal interagency organization, is described on its web site as "the U.S. national forum that identifies, prioritizes, and coordinates interagency and international research and development (R&D) requirements for combating

terrorism." The group has issued a Broad Agency Announcement seeking industry contributions in more than 30 areas, and officials have said TSWG expects as many as 20,000 one-page concept papers by the end of 2001.³¹

One of the major tasks assigned to Secretary White was to set up a homeland security office and consolidate under it a number of functions within DOD in an effort to improve efficiency. The new office is responsible for policy, planning and programming of all of DOD's homeland security elements. "What we have tried to do is establish a network here, where we have visibility over all of the various people that have anything to do with homeland security, or touch it in some way, and make sure that they're wired together." Michelle Van Cleave, who is "leading the charge" in the drive to reorganize the homeland security functions of DOD, has presented a comprehensive plan for a "permanent structure" to White for consideration by Secretary of Defense Donald Rumsfeld. While the new DOD homeland security office is responsible for policy, plans and programs, operations are under several major U.S. commands. A broad review of their structure, responsibilities and relationships completed in January, Secretary White said.³²

"With National Guard units guarding airports and performing other homeland defense duties, fewer Guard members are available for deployment overseas. That is a matter of concern, Secretary White indicated. You get into a major force-structure and force-allocation question. What we have to do is balance the requirements between homeland security and the federal commitment in a way that we have never had to do before. The issue has complicated the already tough task of planning the size, shape and configuration of armed forces. "So, as we go through the force planning process - the homeland security mission and what takes to accomplish it in the years ahead and what that means to the [Department of Defense's] resources will be a critical discussion." In addition to being the interim point man for DOD on homeland security, Secretary White also is the acting assistant secretary of defense for special operations and low-intensity conflict (SOLIC).³³

The Department of the Army's Homeland Security Workshop was conducted at the Center for Army Analysis at Fort Belvoir, VA 3-7 December 2001. The intent of the workshop was to develop solutions, not insights. The three major objectives of the workshop were:

- a. Develop consensus for Army Homeland Security requirements for use in Total Army Analysis 09 (TAA -09).
- b. Develop a C2 architecture of Continental United States (CONUS)-based resources currently in the structure from ASCC down that will support the Army's current missions/requirements for HLS.
- c. Assess selected strategic issues surrounding HLS.

d. Provide a briefing to go before the Department of the Army General Officer Senior Advisory Group (GOSAG) sometime in mid-December 2001.

The primary product of the workshop was a briefing, which included a revised list of requirements by the seven mission areas of Homeland Security – National Missile Defense, Information Assurance, WMD Defense and Response, Defend Sovereign Territory, Disaster Response, Civil Disorder, and Support to Special Events. Also included in the briefing is a revised consolidated HLS force structure recommendation, revised Army C2 architecture recommendation, and issues to be addressed by future TAA and/or HLS studies and reviews.

For planning purposes (worst case), the Army HLS may be required to respond to two simultaneous major WMD events. Historical events and current Noble Eagle requirements reflect potential missions and key tasks to array force structure in the area of Defense of Sovereign Territory, Critical Infrastructure Protection, and Civil Support requirements of HLS. For planning purposes, critical infrastructure is more than just key military Power Projection Platforms (PPPs) or Power Support Platforms (PSPs).

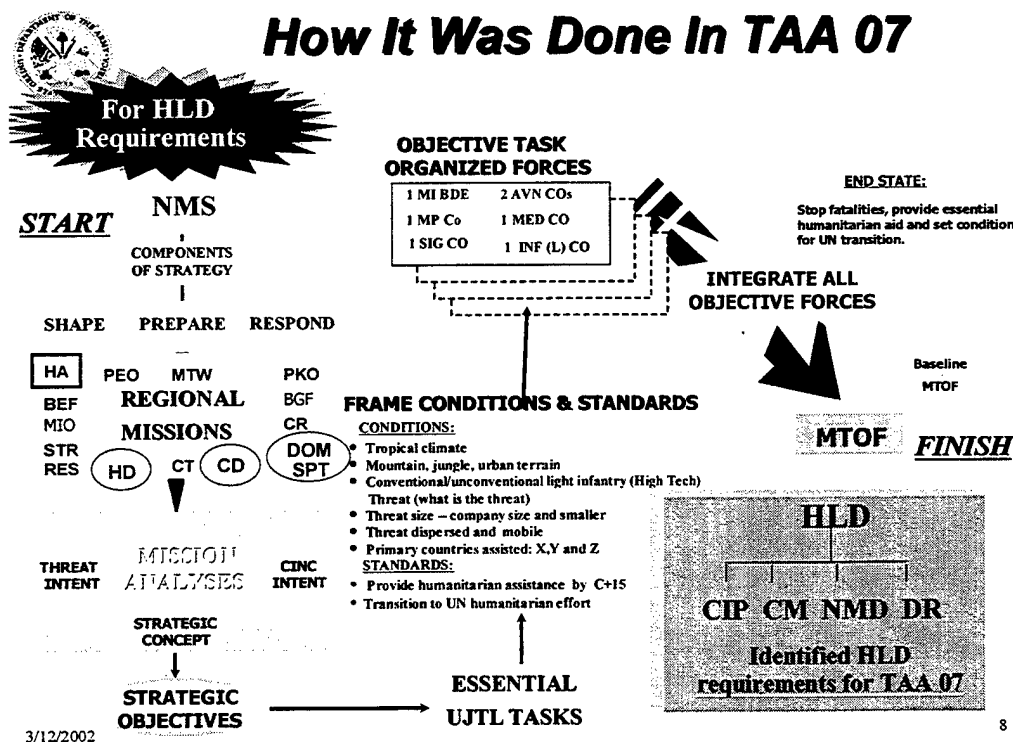


FIGURE 9 HOW TAA 07 WAS DONE

For planning purposes, Homeland Security requires the capability to detect and deter terrorist organizations OCONUS. Army Homeland Security requirements are sized to reflect unique, supplementary or reinforcing capabilities to support Lead Federal Agency(s), State and local, and other DOD agencies.³⁴

The homeland defense requirements were further broken down into four key mission areas. These areas include Defense of sovereign territory, missile defense, information assurance and WMD. DOD has lead in some mission areas.

President Bush directed that a national missile defense capability be developed. The mission of this brigade is to provide limited protection of the United States (all 50 states) against long-range ballistic missile attacks, ensuring high defense effectiveness against attacks of limited scope. The national missile defense brigade approved by Headquarters Department of the Army for submission to TAA09. This brigade requires 1,279 personnel.

The mission of the space brigade is to provide theater missile warning, support to the geographical supporting commanders, CINCs, theater commanders; tactical and operational space situational awareness to the ground combat component commander across a wide range space force enhancement areas; and in-theater direct downlink of commercial satellite imagery. Currently this space brigade is in the force design update process.³⁵

The information assurance ISR mission is to Protect US Army personnel and property from terrorist attacks by providing actionable and time sensitive intelligence and predictive analysis to Army organizations and installations. HIDAC and teams at the installations will link with INSCOM's Information Dominance Center (IDC)/Intelligence Operations Center (IOC) to provide superior counterintelligence (CI) in support of Army requirements. The Joint Task Force (JTF) Computer Network Defense current operations are the basis for TAA requirements. Key tasks here include: Provide real-time situational awareness capability for US Army installations in the US and its territories (97 installations). Create an Integrated Analysis Center to fuse and disseminate intelligence. Integrate and provide liaison to other Services and Civilian Law Enforcement Agencies. This mission requires one counter intelligence battalion with 501 personnel.³⁶

The Computer Network Defense (CND) mission includes actions taken to protect, monitor, analyze, detect, and respond to unauthorized activity within DOD information systems and computer networks. CND protection activity is a subset of information assurance protection activity and includes deliberate actions taken to modify assurance configuration or condition in response to a CND alert or threat information. JTF CNO and current Noble Eagle force deployments used as basis for analysis. Task analysis not conducted because force

requirements are directly related to current and historical operations Cyber Warfare Center provides critical intelligence support. Intelligence Command (INSCOM) Initial Operating Capability (IOC) provides real-time Intelligence and Warning (I&W) capability.³⁷

Information Operations (IO) support teams provide pre-mission planning to Computer Network Attack (CNA). I&W Branch will meet increased CNE mission requirements. Key tasks include: Conduct preliminary and full investigations to include collecting and processing evidence involving intrusions. Conduct information assurance vulnerability assessments in support of DISC4 and Deputy Chief of Staff Operations (DCSOPS). Conduct liaison with external agencies. Provides real-time I&W support. Provide pre-mission planning to CNA.

The WMD challenge is to identify Army capability to respond to, if required, simultaneous and possibly different type WMD events. WMD requirements include consequence management requirements. Deter requirements of WMD are not included in TAA requirements. DCSOPS directed WMD requirements be capable of responding to simultaneous WMD events. Key tasks identified included: Respond to CBRNE attack at critical facilities. Deter/Defend

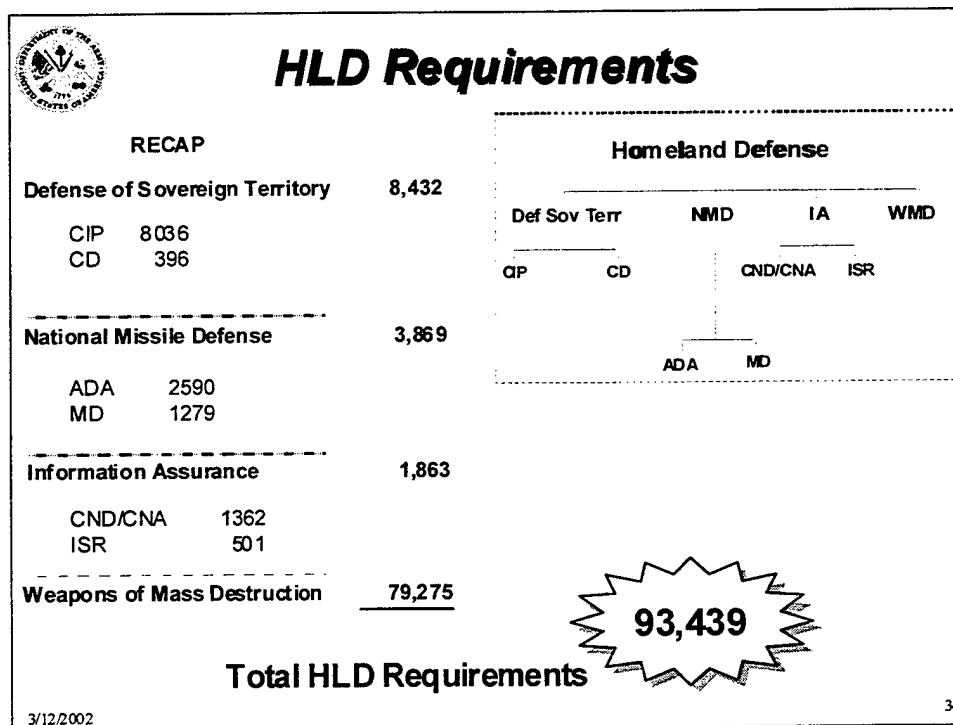


FIGURE 10 HLD REQUIREMENTS

against CBRNE attack. Protect the force and its power projection infrastructure, Respond to simultaneous WMD attacks (DCSOPS directive). Maintain Ready Reaction Force (RRF) to respond to requests for assistance from federal agencies.

Examples of normal or natural events include but are not limited to the following: floods, earthquakes, tornadoes, hurricanes, forest fires, blizzards, ice storms, man-made disasters, humanitarian recovery, Olympic support, and presidential inaugurations.

HLS formalized doctrine needs to be developed to allocate resources to meet enduring requirements. It is also essential to develop HLS allocation rules in order to right-size requirements. If HLS missions are enduring, the Army must consider unit rotational rules for HLS mission. In addition, emergency mass immigration is identified as a concern that needs to be addressed in the context of MSCA. The National Command Authority (NCA) must identify Critical Infrastructure for DOD to protect in order to further refine the actual requirements. In addition, certainly other issues that have not been identified here will become evident over time.

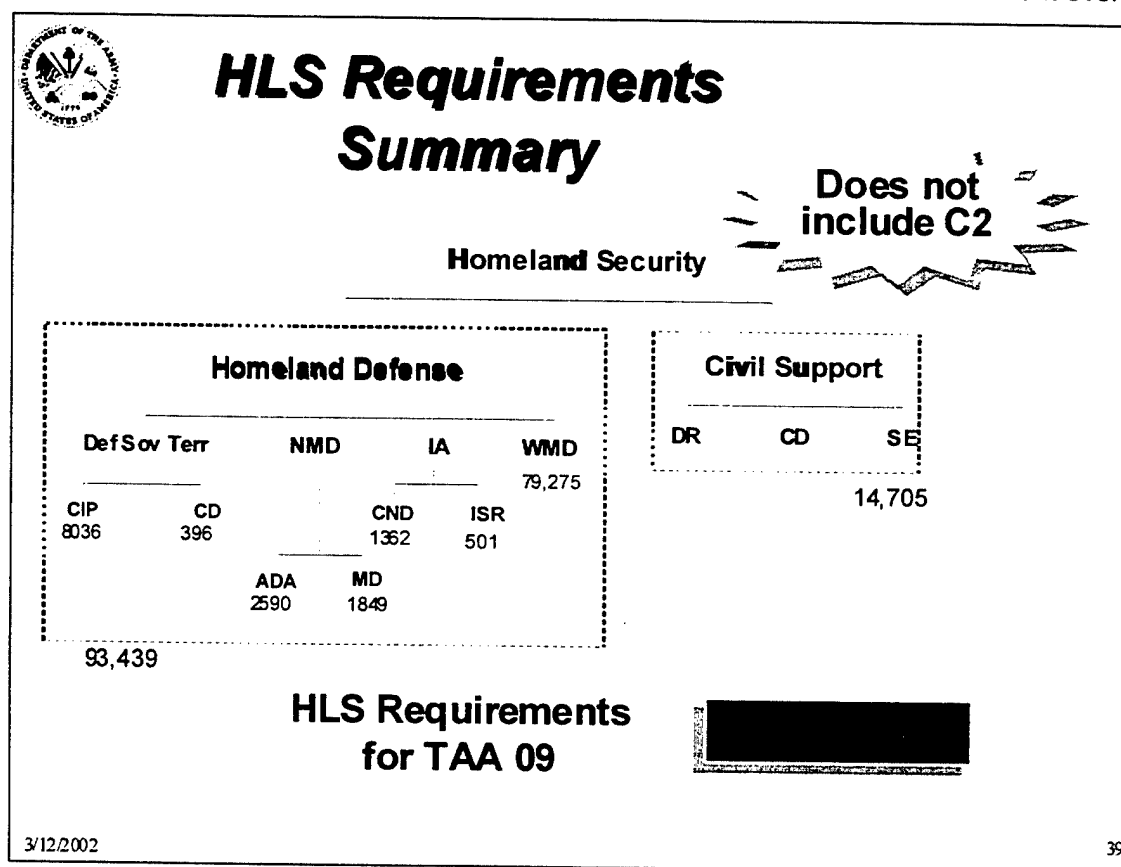


FIGURE 11 HLS REQUIREMENTS SUMMARY

The Army must accept the current system or develop a C2 architecture constructed of CONUS-based resources currently in the structure from ASCC down that will support the Army's current missions/requirements for HLS.

The HLS working group considered three courses of actions and selected COA 3.

COA 3

Advantages

Gives local, regional, national capability

Maximizes existing resources

Creates a Command focused on HLS

Provides a standing joint task force

Disadvantages

Cost in manpower and dollars to establish new command

Requires realignment of DCO/DCE functions

Already has mobilization mission

Requires training more people at Regional Support Commands³⁸

The group briefed the Department of the Army General Officer Senior Advisory Group (GOSAG) in mid-December. The working group recommendation was COA 3.

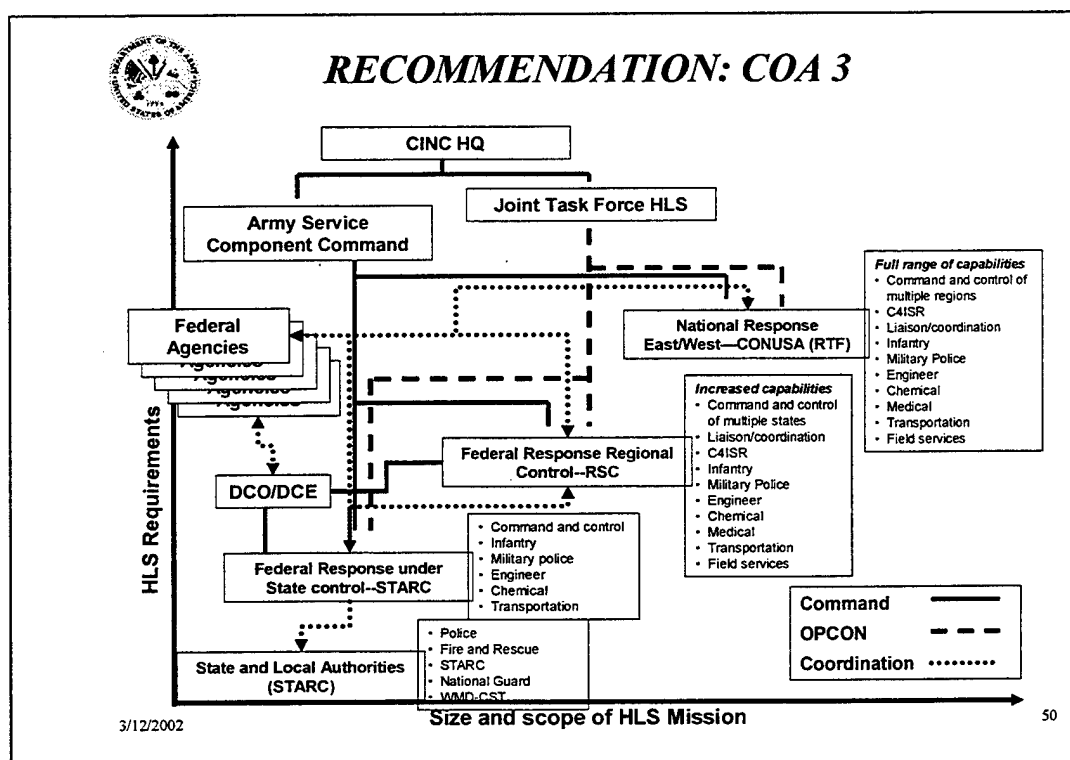


FIGURE 12 RECOMMENDED COA

COA 3 provides the benefit of standing up a Joint Task Force (JTF) for Homeland Security. Although COA 3 was not favored by all service chiefs it reportedly is favored by the Secretary of Defense. This structure builds on the experience and connections of JTF members. It is also reported that this organization will be established in or near Washington,

DC to facilitate interagency cooperation at the federal level. This command designed as a separate geographical command identified as United States Northern Command (NORTHCOM). This organization is to have an Initial Operating Capability (IOC) of 1 October 2002 and include the geographic areas of the United States, Canada, and Mexico. Although not formally announced discussions indicate, it may also absorb United States Southern Command (SOUTHCOM) area of responsibility and missions as of 1 October 2003? This merging into a single an "Americas Command" with responsibility for national missile defense presents many additional challenges and will break decades of tradition. The challenges and opportunities here are many for a new command. Until 1 October 2002, the heavily augmented 90-member Homeland Security Directorate inside the Joint Forces Command in Norfolk is expected to retain control of the military's port security and mainland defense efforts.

Since 911 security of chemical, biological and nuclear weapons have cost DOD significant resources of active Guard and Reserve manpower. The Army is under a congressional mandate and an international treaty deadline to destroy the nation's entire stockpile of chemical weapons at eight sites across the county by 2007. In addition, President Bush offered to reduce our stores of nuclear weapons to 1700 when Russian President Putin's visited in November 2001. In light of these potential cost benefits, it is critical to expedite the elimination of these munitions.

DOD must carefully balance its obligation to fight and win the nations war at home as well as abroad. While DOD may see some short-term increase in defense, spending balanced budgets and an aging populace will reduce military spending in the long term. DOD must seek more efficient business and administration systems, reduce its overhead, put more soldiers in line units, streamline acquisition, and ensure all services purchase only what is required. DOD likewise must find the proper balance between seeking new technologies and improving older ones. National missile defense technology as currently described is astronomically expensive. While many other delivery means are readily available. We might be better served to develop anti-ballistic missile technology further while working alternatives such as airborne or space borne lasers and only loose a year or two in the process.

CONCLUSION

The global war on terrorism is less than six months old. The United States has effected a regime change in Afghanistan and significantly disrupted al Qaeda operations around the world. A large coalition of countries is working in line with their own interests to support this war on terrorism. This wake up call has cost the United States hundreds of billions of dollars, and has

seen a return to deficit spending. But, the United States is aware more than ever before that failed nation states, organized crime, and non-state actors will challenge an increasingly globalized and networked world. But this global war on terrorism will also offer new opportunities for engagement, information sharing and trade with many countries. At the same time, many new questions beg decisions: avoiding holy wars, maintaining strategic balance, maintaining public support, ethical issues of counter-terrorism, maintaining coalition partners, a new domestic security environment, resolving issues with the "Axis of Evil" and prioritizing our national elements of power. We must balance these elements of power and avoid seeing DOD as the United States hammer and every challenge as a nail.

This paper examined homeland security structure, policy and DOD Pre-911, Post-911, and proposed a Way Ahead in each area. Within this context the following areas were addressed: Organizing to fight terrorism for the long term (New HLS Office within the White House and New DOD Organization United States Northern Command). Also addressed is Collecting and sharing information (HLS fusion office in Washington, DC, and recommended intelligence changes to support seamless interagency processes). Also, addressed is leveraging technology (New sensors, visual recognition systems, and better databases and software to share information); training and educating Americans (Citizen Corps, President's Homeland Security Policy and Budget Priorities, Shared HLS training proposals; and aggressive retaliation (DOD, CIA), apprehension and prosecution of terrorists and their sponsors (DoD, FBI, DOJ, CIA). The end state desired is a safe United States and its citizens free from the threat of global terrorism. This is our challenge, for no strategy or combination of ways and means can ever give 100% assurance or protection. However, if adopted these proposals will significantly improve our ability to prepare, harden, detect, apprehend and respond to asymmetric terrorist threats, resulting in a strategically stronger security environment.

WORD COUNT = 10,189

ENDNOTES

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¹⁷ Citizen Corps Homepage <http://www.citizencorps.gov/index.html> 18 February 2002 "This programs aims to mobilize over 500,000 individuals nationwide and organize them into Community Emergency Response Teams, Neighborhood Watch Programs, Volunteers in Police Service, Medical Reserve Corps, Citizen Corps Councils, Operation TIPS - the Terrorist Information and Prevention System. In addition this program provides information such as The *Citizens' Preparedness Guidebook*, produced by the National Crime Prevention Council with support from the Department of Justice, provides current crime and disaster preparedness techniques as well as the latest information on terrorism, to give Americans guidance on how to prepare in our homes, in our neighborhoods, at work, at the airport, in places of worship, and in public spaces."

¹⁸ The White house Homepage: The Office of Homeland Security 15 January 2002 <http://www.whitehouse.gov/homeland/> "The Office coordinates efforts to ensure that all executive departments and agencies that have intelligence collection responsibilities have sufficient technological capabilities and resources to collect intelligence and data relating to terrorist activities or possible terrorist acts within the United States, working with the Assistant to the President for National Security Affairs, as appropriate. The Office coordinates development of monitoring protocols and equipment for use in detecting the release of biological, chemical, and radiological hazards. The Office also ensures that, to the extent permitted by law, all appropriate and necessary intelligence and law enforcement information relating to homeland security is disseminated to and exchanged among appropriate executive departments and agencies responsible for homeland security and, where appropriate for reasons of homeland security, promote exchange of such information with and among state and local governments and private entities

The Office of Homeland Security coordinates national efforts to prepare for and mitigate the consequences of terrorist threats or attacks within the United States. In performing this function, the Office will work with federal, state, and local agencies, and private entities to review and assess the adequacy of the portions of all federal emergency response plans that pertain to terrorist threats or attacks within the United States. The Office coordinates domestic exercises and simulations designed to assess and practice systems that would be called upon to respond to a terrorist threat or attack within the United States and coordinate programs and activities for training federal, state, and local employees who would be called upon to respond to such a threat or attack. The office coordinates national efforts to ensure public health preparedness for a terrorist attack, including reviewing vaccination policies and reviewing the adequacy of and, if necessary, increasing vaccine and pharmaceutical stockpiles and hospital capacity. The office coordinates federal assistance to state and local authorities and non-governmental organizations to prepare for and respond to terrorist threats or attacks within the United States. The office ensures that national preparedness programs and activities for terrorist threats or attacks are developed and regularly evaluated under appropriate standards and that resources allocated to improving and sustaining preparedness based on such evaluations. The office ensures the readiness and coordinated deployment of federal response teams to respond to terrorist threats or attacks, working with the Assistant to the President for National Security Affairs, when appropriate.

The Office coordinates efforts to prevent terrorist attacks within the United States. In performing this function, the Office works with federal, state, and local agencies, and private entities to facilitate the exchange of information among such agencies relating to immigration and visa matters and shipments of cargo; and, working with the Assistant to the President for National Security Affairs, ensure coordination among such agencies to prevent the entry of terrorists and terrorist materials and supplies into the United States and facilitate removal of such terrorists from the United States, when appropriate. The office coordinates efforts to investigate terrorist threats and attacks within the United States. The office coordinates efforts to improve the security of United States borders, territorial waters, and airspace in order to prevent acts of terrorism within the United States, working with the Assistant to the President for National Security Affairs, when appropriate.¹⁸

The Office coordinates efforts to protect the United States and its critical infrastructure from the consequences of terrorist attacks. The Office in performing this function works with federal, state, and local agencies, and private entities to strengthen measures for protecting energy production, transmission, and distribution services and critical facilities. It likewise works to strengthen measures for protecting other utilities; telecommunications; facilities that produce, use, store, or dispose of nuclear material; and other critical infrastructure services and critical facilities within the United States from terrorist attack. The Office coordinates efforts to protect critical public and privately owned information systems within the United States from terrorist attack. The Office develops criteria for reviewing whether appropriate security measures are in place at major public and privately owned facilities within the United States. The Office coordinates domestic efforts to ensure that special events determined by appropriate senior officials to have national significance are protected from terrorist attack. The Office coordinates efforts to protect transportation systems within the United States, including railways, highways, shipping, ports and waterways, and airports and civilian aircraft, from terrorist attack. The Office coordinates efforts to protect United States livestock, agriculture, and systems for the provision of water and food for human use and consumption from terrorist attack. In addition, the Office coordinates efforts to prevent unauthorized access to, development of, and unlawful importation into the United States of, chemical, biological, radiological, nuclear, explosive, or other related materials that have the potential to be used in terrorist attacks.¹⁸

The Office coordinates efforts to respond to and promote recovery from terrorist threats or attacks within the United States. In performing this function, the Office works with federal, state, and local agencies, and private entities to coordinate efforts to ensure rapid restoration of transportation systems, energy production, transmission, and distribution systems. Likewise, the Office ensures rapid restoration of telecommunications, other utilities; and other critical infrastructure facilities after disruption by a terrorist threat or attack. The Office coordinates efforts to ensure rapid restoration of public and private critical information systems after disruption by a terrorist threat or attack. The Office works with the National Economic Council to coordinate efforts to stabilize United States financial markets after a terrorist threat or attack and manage the immediate economic and financial consequences of the incident. The Office coordinates federal plans and programs to provide medical, financial, and other assistance to victims of terrorist attacks and their families. The Office coordinates containment and removal of biological, chemical, radiological, explosive, or other hazardous materials in the event of a terrorist threat or attack involving such hazards and coordinate efforts to mitigate the effects of such an attack.¹⁸

The Assistant to the President for Homeland Security is the individual primarily responsible for coordinating the domestic response efforts of all departments and agencies. In the event of

an imminent terrorist threat, during, and in the immediate aftermath of a terrorist attack within the United States the Assistant to the President for Homeland Security shall be the principal point of contact for and to the President with respect to coordination of such efforts. The Assistant to the President for Homeland Security coordinates with the Assistant to the President for National Security Affairs, as appropriate.¹⁸

The Assistant to the President for Homeland Security, in coordination with the Assistant to the President for National Security Affairs, reviews plans and preparations for ensuring the continuity of the Federal Government in the event of a terrorist attack that threatens the safety and security of the United States Government or its leadership. The Office, subject to the direction of the White House Office of Communications, coordinates the strategy of the executive branch for communicating with the public in the event of a terrorist threat or attack within the United States. The Office also coordinates the development of programs for educating the public about the nature of terrorist threats and appropriate precautions and responses.¹⁸

The Office coordinates a periodic review and assessment of the legal authorities available to executive departments and agencies to permit them to perform the functions described in this order. When the Office determines that such legal authorities are inadequate, the Office develops, in consultation with executive departments and agencies, proposals for presidential action and legislative proposals for submission to the Office of Management and Budget to enhance the ability of executive departments and agencies to perform those functions. The Office works with state and local governments in assessing the adequacy of their legal authorities to permit them to detect, prepare for, prevent, protect against, and recover from terrorist threats and attacks.¹⁸

The Assistant to the President for Homeland Security, in consultation with the Director of the Office of Management and Budget and the heads of executive departments and agencies, identifies programs that contribute to the Administration's strategy for homeland security. In addition, in the development of the President's annual budget submission, he reviews and provides advice to the heads of departments and agencies for such programs. The Assistant to the President for Homeland Security provides advice to the Director on the level and use of funding in departments and agencies for homeland security-related activities. In addition, prior to the Director's forwarding of the proposed annual budget submission to the President for transmittal to Congress, he certifies to the Director the funding levels that the Assistant to the President for Homeland Security believes are necessary and appropriate for the homeland security-related activities of the executive branch.¹⁸

The Assistant to the President for Homeland Security directs the Office of Homeland Security. The Office of Administration within the Executive Office of the President provides the Office of Homeland Security with such personnel, funding, and administrative support, to the extent permitted by law and subject to the availability of appropriations, as directed by the Chief of Staff to carry out the provisions of this order. In addition, heads of executive departments and agencies are authorized, to the extent permitted by law, to detail or assign personnel of such departments and agencies to the Office of Homeland Security upon request of the Assistant to the President for Homeland Security, subject to the approval of the Chief of Staff.¹⁸

The President's Executive Order established a Homeland Security Council responsible for advising and assisting the President with respect to all aspects of homeland security. The Council served as the mechanism for ensuring coordination of homeland security-related

activities of executive departments and agencies and effective development and implementation of homeland security policies.¹⁸

The Council has as its members the President, the Vice President, the Secretary of the Treasury, the Secretary of Defense, the Attorney General, the Secretary of Health and Human Services, the Secretary of Transportation. Also, the Director of the Federal Emergency Management Agency, the Director of the Federal Bureau of Investigation, the Director of Central Intelligence, the Assistant to the President for Homeland Security, and such other officers of the executive branch as the President may from time to time designate are on the council. The Chief of Staff, the Chief of Staff to the Vice President, the Assistant to the President for National Security Affairs, the Counsel to the President, and the Director of the Office of Management and Budget also are invited to attend any Council meeting. The Secretary of State, the Secretary of Agriculture, the Secretary of the Interior, the Secretary of Energy, the Secretary of Labor, the Secretary of Commerce, the Secretary of Veterans Affairs, the Administrator of the Environmental Protection Agency, the Assistant to the President for Economic Policy, and the Assistant to the President for Domestic Policy are invited to attend meetings pertaining to their responsibilities. The heads of other executive departments and agencies and other senior officials attend Council meetings when appropriate.¹⁸

The Council meets at the President's direction. When the President is absent from a meeting of the Council, at the President's direction the Vice President may preside. The Assistant to the President for Homeland Security is responsible, at the President's direction, for determining the agenda, ensuring that necessary papers are prepared, and recording Council actions and Presidential decisions.¹⁸

¹⁹ Richard Simon and Louis Sahagun "Officials Propose Series Of Steps To Tighten Security At Seaports" Los Angeles Times December 7, 2001 https://ca.dtic.mil/cgi-bin/ebird.cgi?doc_url=/Dec2001/e20011207propose.htm Internet accessed 7 December 2001.

²⁰ Betsy Pisik "Bush To Insist U.N. Plan Must Back Anti-Terror Campaign" Washington Times December 5, 2001Pg. 13 https://ca.dtic.mil/cgi-bin/ebird.cgi?doc_url=/Dec2001/e20011205bush.htm Internet accessed 9 December 2001.

²¹ Robert Pear. "Lobbyists Seek Special Spin On Federal Bioterrorism Bill" New York Times December 11, 2001 Pg. 1 https://ca.dtic.mil/cgi-bin/ebird.cgi?doc_url=/Dec2001/e20011211lobbyists.htm Internet accessed 11 December 2001.

²² Craig Savoye. "Volunteers Rally To Defend Their Homeland" Christian Science Monitor December 10, 2001 https://ca.dtic.mil/cgi-bin/ebird.cgi?doc_url=/Dec2001/s20011211volunteers.htm Internet accessed 11 December 2001.

²³ Frank Tiboni U.S. "Intelligence Agencies Would Get Computer Network" Defense News Washington DC December 17-23, 2001 Pg. 6 ." Reflecting the changing priorities brought on by the Sept. 11 terrorist attacks, Bush said he would ask Congress to set aside \$3.5 billion to train, equip and aid police, fire and emergency medical technicians, a tenfold jump from the current fiscal year. Although the allotment for first responders represents the biggest increase in the homeland security budget, it is not the largest expense. Border security leads the list, with \$11 billion, according to sources familiar with the proposal. The package includes about \$6 billion for bioterrorism prevention, including medical research on vaccines; \$5 billion for aviation

security; \$1 billion for intelligence systems and more than \$11 billion for other programs, including making structural improvements and shoring up security at government buildings, the sources said. The money for first responders includes \$2 billion for equipment, \$1.1 billion for training, \$245 million for preparedness drills and \$105 million for developing emergency plans. Money will go to state and local agencies through the Federal Emergency Management Agency, which will lead federal efforts in coordinating training and response"²³

"As of January 2002 the United States' federal authorities have helped freeze \$80 million in terrorist money worldwide, arrested at least 11 people, secured three indictments and seized more than \$12.5 million, in the financial war on terrorism. Their efforts have also resulted in more than 200 ongoing criminal investigations into groups and individuals suspected of financing terrorist activities since the Sept. 11 attacks on the World Trade Center and the Pentagon. Some of those probes focused on Al Qaeda (Osama bin Laden's terrorist network) while others target apparently unrelated terrorist organizations operating in the United States and abroad. Of the \$80 million, about \$34 million has been frozen in the United States and the remaining \$46 million has been frozen by allies overseas."²³

²⁴ Matthew Weinstock. "Changing Course" Government Executive December 2001
<https://ca.dtic.mil/cgi-bin/ebird.cgi> Internet accessed 9 December 2001

²⁵ Bradley Graham "Military Favors A Homeland Command" Washington Post Nov 21 2001 1

²⁶ Ibid

²⁷ Eric Schmitt, Commanders Say They Want Civilian Agents New York Times November 20, 2001. 1 Because of this challenge and past problems, the Commanders in Chief (CINCs) have asked that F.B.I. and Treasury Department agents be assigned to their staffs to improve coordination between the military and civilian agencies in the global war against terrorism, Pentagon and administration officials say. These agents could help speed interrogation of suspected terrorists detained by the military and coordinate the effort to freeze terrorists' bank accounts. The idea has powerful supporters, including Secretary of Defense Rumsfeld and the Joint Chiefs of Staff. However, it is also meeting some resistance. Secretary Rumsfeld has said the campaign against terrorism will require American intelligence, financial and law enforcement agencies to work more closely with the military to deny terrorists any support or haven. In Washington, this approach of bringing all instruments of national power to bear under one roof seems to be working. Federal agencies are sharing liaison officers with each other and opening up new lines of communication

²⁸ Elaine M. Grossman "Rumsfeld Seeks To Create Civilian Posts For Intel, Homeland Security" Inside The Pentagon December 6, 2001Pg. 1 https://ca.dtic.mil/cgi-bin/ebird.cgi?doc_url=/Dec2001/e20011206seeks.htm Internet accessed 7 December 2001

²⁹ Matthew Weinstock. " Changing Course" Government Executive December 2001
<https://ca.dtic.mil/cgi-bin/ebird.cgi> Internet accessed 9 December 2001

³⁰ James Surowiecki "The Marshall Plan Myth The Talk Of The Town" New Yorker December 10, 2001 <https://ca.dtic.mil/cgi-bin/ebird.cgi> Internet accessed 10 December 2001

³¹ Lee Ewing "Homeland Security Is An 'Enormous Opportunity' For Industry, DOD's Point Man On The Issue Says" Aerospace Daily December 6, 2001 <https://ca.dtic.mil/cgi-bin/ebird.cgi> Internet accessed 7 December 2001.

³² Ibid

³³ Ibid

³⁴ Homeland Security Workshop Outbrief , Center for Strategic Leadership, USAWC, Carlisle Pa, December 11, 2001

³⁵ Ibid

³⁶ Ibid

³⁷ Ibid

³⁸ Ibid

GLOSSARY

AC	Active Component
AR	Army Reserve
ASCC	Army Service Component Command
AT	Anti-Terrorism
CBRNE	Chemical, Biological, Radiological, Or Nuclear
CI	Counter Intelligence
CINC	Combatant Commander; Commander In Chief; Commander Of A Combatant Command
CS	Civil Support
CIA	Central Intelligence Agency
CAN	Computer Network Attack
CND	Computer Network Defense
CONUS	Continental United States
CT	Counter-Terrorism
DCE	Defense Coordinating Element (DCO staff, varies in size)
DCO	Defense Coordinating Officer (normally an O-6)
DOE	Department of Energy
DOD	Department of Defense
DOJ	Department of Justice
DOS	Department of State
DOT	Department of Transportation
EPA	Environmental Protection Agency
FBI	Federal Bureau of Investigation
FCO	Federal Coordinating Officer
FEMA	Federal Emergency Management Agency
FORSCOM	United States Forces Command
FAA	Federal Aviation Agency
FRP	Federal Response Plan
GOSAG	General Officer Senior Advisory Group
GWOT	Global War on Terrorism
HLD	Homeland Defense
HLS	Homeland Security
IA	Information Assurance

IDC	Information Dominance Center, INSCOM Facility
INS	Immigration and Naturalization Service
IOC	Intelligence Operations Center
IRS	Internal Revenue Service
JTF	Joint Task Force
MSCA	Military Support to Civil Authorities
MTOFs	Mission Tasked Organized Forces
NG	National Guard
NMD	National Missile Defense
NRC	National Response Center
NRO	National Reconnaissance Office
OCONUS	Outside Continental United States
PPPs	Power Projection Platforms
PSPs	Power Support Platforms
RC	Reserve Component
R&D	Research and Development
STARC	State Area Command
TAA	Total Army Analysis
TSB	Training Support Brigade
TSD	Training Support Division
TSWG	Technical Support Working Group
TSXXI	Training Support XXI
WMD	Weapons of Mass Destruction

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